Commander Henderson had prepared in consultation with Mr. Norman Leslie of the Ministry of Shipping. They then for the first time began to realise the fact which had been ignored by them since August, 1914, that the figures upon which they had based their strategy were ludicrous, and that therefore protection for a convoy system was within the compass of their resources.

Accordingly, when I arrived at the Admiralty I found the Board in a chastened mood. We discussed the whole matter in detail. We agreed to conclusions which I thus reported to the Cabinet.

<c I was gratified to learn from Admiral Duff that he had completely altered his view in regard to the adoption of a system of convoy, *The convoy* and I gather that the First Sea Lord *system accepted* shares his views, at any rate to the extent of an experiment. Admiral Duff is not enamoured with the system, but a number of circumstances have combined to bring him to the view, which I believe most of my colleagues share, that, at any rate, an experiment in this direction should be made. One of these reasons is that now that the United States of America have entered the War, he thinks it should be possible to find escorts which were formerly impracticable. Another is that experience has shown that he cannot rely on merchant ships to find

salvation
from the submarine by zigzagging and dousing
their lights, and he therefore estimates these factors
as a means of protection to a single ship lower than
he formerly did. Moreover, as a result of an
investigation in concert with a representative of
the Shipping Controller, he finds that the number